ORGANIZATIONAL ASSESSMENT
OF THE
AKRON POLICE DEPARTMENT

FINAL REPORT

February 2011

TABLE OF CONTENTS

PERF Scope of Study and Methodology

The City of Akron contracted the Police Executive Research Forum (PERF) to conduct an organizational assessment of the Akron Police Department. The study was designed to evaluate several aspects of the department including: the department's organizational structure; patrol and investigations staffing levels; the current work schedules/personnel deployment; supervisory staffing levels; specialized units; the current disciplinary process; processes to guide operations (CompStat or the equivalent); the department's community policing/problem solving approach; and the use of technology.

PERF was also asked to assist the Akron Mayor's Office in implementing the Mayor's Task Force on Neighborhood Policing (MTFNP). The purpose of gathering such a blue-ribbon advisory group is to conduct a transparent and inclusive process of soliciting from key stakeholders priorities and guidelines for the delivery of service by the Akron Police Department while strengthening the relationship between the police department and community. PERF and the Chairperson of the MTFNP facilitated an open forum to provide all members of the public the opportunity to comment on their observations of the Akron Police Department and offer what they thought were the desired characteristics needed of the next person selected to be Akron's Chief of Police. The work of the task force and the public comments offered at the open forum were instrumental in developing many of PERF's recommendations included in this report.

The members of the PERF team used three major techniques to collect information about the department from which to analyze, draw conclusions and formulate recommendations. PERF conducted a number of one-on-one interviews to obtain information, views and knowledge of the Akron Police Department. Members of the PERF team had the opportunity to speak with the Mayor and representatives of the City Council; the current and former Chief of Police, departmental command staff and a number of sworn supervisors and officers in patrol and investigations, as well as civilian supervisors and line level workers in support functions such as Records and Dispatch. Our team also met with representatives of the Akron Fraternal Order of Police (FOP). PERF also spoke with external members of the public with extensive knowledge of the

Akron Police Department including the Summit County Sheriff and Assistant Sheriff, and Dr. David Licate of the University of Akron, who has provided consultation services to the department in the past.

PERF reviewed various documents and reports provided by the police department which were used to evaluate the workload and the operational efficiency and effectiveness of the department. Information acquired included annual reports, policies and procedures, field activity for a twelve-month period, work schedules, crime data by each of the four police zones; budget data, available investigative information, a past strategic plan and Crime Control Plan and the current collective bargaining agreements between City of Akron and Fraternal Order of Police Lodge #7. Finally, PERF was given unfettered access to the Office of Professional Standards and Accountability's files where a random sample of administrative investigations and use of force reports were reviewed.

The following Organizational Assessment of the Akron Police Department by the Police Executive Research Forum provides recommendations in three areas. The first sections of the report address recommendation for the police department and are organized into the three structural areas suggested by PERF: the Office of the Chief of Police, the Uniform Bureau and the Services Bureau. Next, PERF offers recommended actions by the City of Akron to improve the operations of the police department. Finally, PERF identifies recommendations that require contractual changes between the City of Akron and the Akron FOP.

Overall, the Akron Police Department is a good agency. PERF found, generally, that the men and women of the Akron Police Department are dedicated and hard working and are committed to providing good quality police service to the community. PERF's overall recommendations are enhancements and build on existing conditions in the agency. Of special note is the rapid advancement within the agency in developing first-rate information technology.

Recommended Organizational Structure

The reorganization of Akron Police Department recommended by PERF is designed to create a structure suitable for a modern, large city police department to deliver progressive police services. Significant managerial cultural changes will likely result as managers are held accountable through the revised command system and by moving from functional to geographic responsibility. The structure is also intended to achieve clarity and continuity in the organizational structure and level of authority of the APD. This has been accomplished by devising a hierarchical structure whereby each bureau is commanded by a Deputy Chief of Police; a division is commanded by a Captain; each section is managed by a Lieutenant; and a Unit, made up of officers, is supervised by a sergeant.

PERF Proposed Reorganization
of the Akron Police Department
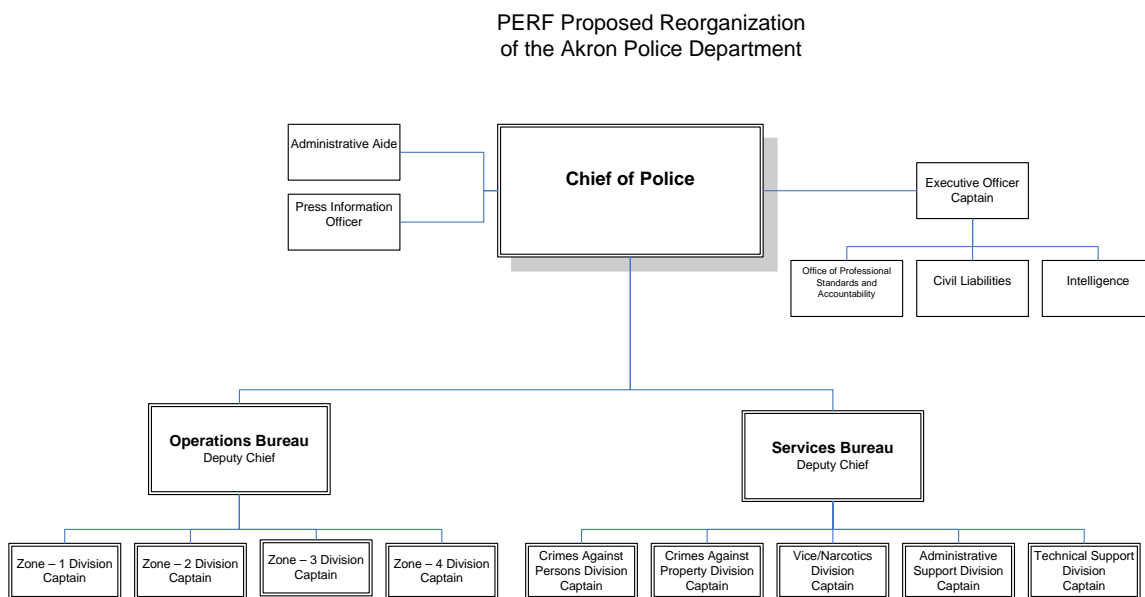
The Chief of Police heads the department. Within the Office of the Chief, four functions report directly to the chief—the Administrative Aide, Intelligence, Professional Standards and Accountability Division and the Press Information Officer. These tasks must have direct access and unfiltered communication with the chief. The department has been divided into two main subdivisions, the Operations Bureau and the Services Bureau. Operational responsibility, division of labor and span of control were considerations in developing the alignment of department functions. The Operations Bureau has been decentralized and consists of four geographic policing zones represented by the four divisions. The Services Bureau—organized into five divisions—is home to centralized investigation responsibilities and administrative and technical functions. Further delineation of each division is detailed later in this report in discussing each bureau.

Office of the Chief

Recommendation: The Department should establish a permanent Citizens Advisory Board.

Rationale: The Akron Police Department should establish a Citizens Advisory Board that meets with the Chief of Police and staff on a regular and ongoing basis. The purpose of the Board is to serve in an advisory capacity to the Police Department and elected officials by bringing to their attention feedback from the community concerning public safety issues and law enforcement needs. The Board should facilitate the flow of ideas and concerns between the community and city regarding police services to continually improve the quality of life in Akron. It should be noted that the Board is not intended to have review authority of any policy or personnel action, but rather serve as a vehicle to encourage communication between the police and community on public safety issues.

Recommendation: The Department should update its mission and values and principles, and establish an organizational vision.

Rationale: The Akron Police Department should update its mission and values and principles, and also establish an organizational vision. The development of these guiding beliefs may serve as an indication of organizational intent and establish a new direction for the department. The mission and values and principles should incorporate the department's long-term direction, set a new course if required, or serve to get the organization back on track as necessary. Ideally, this vision statement should reflect what the Akron Police Department wants to become and should resonate with all members of the department to help them feel proud to be part of something larger than the individual. The department should use an inclusive process which includes members of the community (perhaps the Citizen Advisory Board) and representatives of all ranks within the department to develop a draft for consideration and implementation by command staff.

Recommendation: The Department should re-establish Community Oriented Policing as the guiding philosophy by which police services are delivered.

Rationale: The Akron Police Department should commit to delivering police services through a Community Oriented Policing philosophy using problem-solving strategies. This should be highlighted and clearly identified in the department's mission, values and vision described above. The community policing philosophy can then serve to guide the department through all facets of its operations, such as the impetus for the overall reorganization of the department, recruiting, hiring and retaining employees within a community policing framework, training of personnel, promoting vertical and lateral movement within the organization, and establishing performance expectations for all members of the department.

Recommendation: The Department should develop a multi-year strategic plan.

Rationale: A multi-year strategic plan with goals and objectives that are linked to organizational priorities will help the department focus its energies. It will also provide clarity to members about what the agency wants to achieve, the timeframe involved, and how progress is being made toward accomplishing these goals and objectives. Responsibility for goals and objectives should be assigned to individuals to provide accountability and assist in moving the department forward. A regular review of the plan will provide the opportunity to assess progress and resolve problems. An annual review should also be conducted to consider emerging trends, budget allocations or other factors that might necessitate modifications to the strategic plan.

Recommendation: The Department should expand use of civilian employees.

Rationale: PERF's examination of the operations of the Akron Police Department revealed multiple opportunities to expand the use of civilians throughout the department. Examples include: many of the functions of the Court Liaison and Building Security Unit; the supervision and management of Communications;

Property and Evidence Room operations, the Equipment Control Officer; crime scene investigations; desk duties; Information Systems, and the Civilian Investigative Aide position described below.

Recommendation: The Department should institute a data driven decision making process and lead a countywide CompStat initiative.

Rationale: The Akron Police Department should use its robust crime analysis abilities to identify and disseminate crime and disorder information to members of the department on a regular and timely basis. Commonly referred to as CompStat, this process involves the initiation of regular and ongoing meetings in which crime analysis is presented and trends are identified and studied to quickly address crime and disorder issues and deploy resources in a timely and efficient manner. This concept may be expanded beyond Akron to develop a regional approach with surrounding agencies in the Summit County area.

Recommendation: The Intelligence function should operate within the Office of the Chief, reporting directly to the Executive Officer (Captain) and be staffed with two detectives.

Rationale: Currently, the Intelligence function for the Akron Police Department is made up of a single detective's position that is supervised by the Crime Analyst sergeant. Such staffing and structure limits access to the chief, restricts the ability of the office to fulfill an intelligence mission, prevents the coordination of investigations and confines the department's ability to share intelligence information and work with its law enforcement partners on this important task. Expanding the size of the unit will also provide the opportunity to create an Intelligence Procedural Manual to ensure all operations and files are compliant with federal laws and regulations, especially those regulating retention and purging of records. It will allow the department more involvement in the regional Fusion Center and access to federal, state and local intelligence information on criminal activity impacting Akron. Detectives may have the time necessary to participate in intelligence community memberships such as the Law Enforcement Intelligence Units (LEIU).

Professional Standards and Accountability

Recommendation: The responsibilities of the Office of Professional Standards and Accountability should be expanded.

Rationale: The Office of the Professional Standards and Accountability (OPSA) should be expanded to include responsibility for investigating all allegations of misconduct originating both internally and externally, and serve in an inspectional capacity for all administrative investigations completed by other members of the department such as use of force incidents and officer-involved traffic accidents. This inspectional role would include reviewing the administrative report prior to forwarding it to the appropriate commander to assure the quality and thoroughness of the report. Members of the OPSA should serve as a resource for the department's supervisors in completing administrative investigations. This recommendation will necessitate additional personnel assigned to the unit. The unit should be managed by one captain with four sergeants assigned responsibility for completing the investigations for which the OPSA is responsible.

Recommendation: The Akron Police Department's Office of Professional Standards and Accountability should have a written procedures manual.

Rationale: An OPSA procedures manual has been in draft form since 1998. The manual should be finalized and distributed throughout the department so all its members know the duties and responsibilities of the office. The manual should minimally include staffing levels by rank; a comprehensive description of the duties of the office and its members; each step of the investigative process including samples of waivers and notification forms; the format by which all administrative reports shall follow; detailing the review and approval process for administrative investigations; and ancillary inspectional duties of the office including the Early Intervention System, draft policy review, review of use of force and pursuit incidents; integrity audits, etc.

Recommendation: The Department should formalize and codify the Early Intervention System.

Rationale: The department has no documentation or written policies that govern an Early Intervention System (EIS). Without such codification, a program of this type cannot be effective. The department should formalize its EIS into a written directive and then distribute and communicate the content and application of the policy to all members of the department.

The EIS policy should clearly state its intent as a proactive, non-disciplinary program to improve and address employee performance. The policy should contain, in specific detail, all components of the EIS. It should include the various types of potential indicators such as use of force, vehicle pursuits, or allegations of misconduct, as well as positive indicators such as commendations. It should further include the tracking of other associated factors such as the number of arrests an officer makes, citations, motor vehicle stops, pedestrian stops, the officer's training history, voluntary overtime worked, sick time usage not protected by federal, state or local law, sick leave taken in conjunction with normal days off (suggesting improper use of sick leave to extend a weekend), and charges of resisting, obstructing or delaying a police officer in the performance of their duties.

The directive should outline a system that applies reasonable thresholds or "triggers" to initiate an alert that an employee should be evaluated to determine if there is reason to bring the employee into the formal EIS process. Each indicator's associated value—which is measured against the threshold—should be clearly identified. When the alert is sent, the policy should identify who is responsible for meeting with the officer and establish a procedure for doing so. The policy should include all possible available interventions such as: policy/procedure review, remedial training, psychological counseling, and referral to an employee assistance program as appropriate. The order should address the documentation of such a session, including a notation of what action was taken. The procedure should address the responsibilities of the officer's immediate supervisor. It is recommended that the policy include a review of the

interventions that were implemented on an annual basis, and mandate that a quarterly report on any trends or problems that arise in the EIS is to be prepared for the Chief of Police. Oversight of the EIS should be the responsibility of the Office of Professional Standards and Accountability.

Recommendation: The Department should establish a practice whereby supervisors that witness, or are on the scene of an incident in which force is used, do not conduct the investigation into the incident.

Rationale: Policing best practices provide that, in order to avoid a potential conflict or the appearance in the community of a non-objective investigation into the use of force by officers, supervisory personnel that witness the occurrence of force or were at the scene of the incident when force was used should not be responsible for investigating the event. The investigation should also include the circumstances that led to the necessity of force being initiated by an officer. When appropriate, use of force incidents should be reviewed by experts in the Training Unit to determine if the actions are within departmentally-accepted trained methods and policy.

Recommendation: The Department should conclude all internal investigations regardless if the subject of the investigation resigns or maintains employment.

Rationale: Currently it is the practice by the APD that when the subject of an internal investigation resigns, the inquiry into the matter is halted. It is a best practice to conclude the investigation whenever possible. Doing so can recognize training or ancillary issues in which the department may benefit from addressing, and in an extreme case, criminal actions may be identified to be appropriately addressed by the department to maintain community confidence that the department is able to thoroughly investigate all allegations of misconduct. "Adjudication in court," or where a supervisor believes a complaint against a member of the department was resolved through court action, should not be an acceptable conclusion to an investigation.

Recommendation: Regardless of how they originate, the Department should ensure that all complaints and allegations of misconduct are logged into a database maintained by the Office of Professional Standards and Accountability.

Rationale: The Office of Professional Standards and Accountability should be responsible for logging and maintaining records of all citizen complaints and potential allegations of misconduct against members of the department. Such data is necessary to maintain departmental statistics and are needed to implement an effective Early Intervention system.

Recommendation: The Akron Police Department should consider implementing a disciplinary matrix system. The matrix should be periodically reviewed to ensure the level of discipline reflects current societal views and changes in the law.

Rationale: A disciplinary matrix should group specific violations by severity and then offer a range of sanctions for each group. A matrix system maintains a range of sanctions which provides predictability and equity for officers having committed similar infractions; gives management the discretion to take into account individual circumstances; and provides members of the public confidence the department is taken appropriate disciplinary action when warranted . On an annual basis, the department should review all disciplinary action within the past year and ensure that similar discipline has been imposed for similar infractions. This will identify situations – for further review – that were outside the norm and will demonstrate how the executive staff views the severity of different types of misconduct.

Recommendation: The Akron Police Department should implement an effective Performance Appraisal System to capture and document the performance of all members of the department.

Rationale: A Performance Appraisal System is a valuable organization tool to document the work habits of employees, identify strengths and weaknesses, establish personal and professional goals, identify high performers in the department and those whose work does not meet standards, provide regular feedback to employees and is a valuable tool for consideration of personnel for the selection to specialty assignments and promotional opportunities. Establishing a committee made up of various ranks and assignments throughout the department has proven to be an effective process to

establish a performance appraisal system. The committee is charged with establishing an appraisal instrument that identifies the work skills necessary for all positions and ranks throughout the department as well as measurable standards of performance. A formal department policy should accompany such an appraisal system that minimally includes the duty and responsibility for completing performance appraisals; time frames for completion; the review process, including an employees' recourse should they disagree with the content of the appraisal; and storage of completed appraisals in an employee's personnel file.

> **Recommendation: The Akron Police Department should establish a process whereby underperforming personnel in specialty assignments may be reassigned for cause.**

Rationale: To meet the demands for police service, especially in tough financial times, management should have the latitude and flexibility to transfer personnel in and out of specialty assignments. A creditable process should be adopted by the police department to de-select members unwilling or unable to perform organizational expectations in specialty assignments. Prior to implementing a fair de-selection procedure, the following organizational precepts related to specialty assignments should be in place: identify performance standards for positions; establish a probationary period for specialty assignments; and create and implement a formal training process for newly assigned personnel that includes regular written feedback to employees.

Once these have been implemented, the PERF recommended Performance Appraisal System may be one vehicle by which to address underperforming personnel in specialty assignments. A second tool is a Performance Improvement Plan (PIP). A PIP is an informal process that can be effective in improving substandard behavior or performance. The four steps included in a PIP are: 1) clearly identify the behavior that needs improvement; 2) articulate the desired behavior in specificity; 3) establish what action will be taken to assist the employee in improving their performance, including a timeline; and 4) the consequences of the employee's inability to improve performance that meets or exceeds minimum standards.

Each step of the PIP is documented and reviewed with the employee. Should

performance improve to an acceptable level, all documentation of the PIP is removed

from the employee's working personnel file. If the performance remains

unacceptable, the documentation included in the PIP serves as rationale for de-

selection from the specialty assignment, as all efforts to raise the work performance

of the individual has been unsuccessful. Such an open and fair process provides the

department the ability to maintain the quality of personnel in specialty assignments

while safeguarding the personnel rights of employees.

Recommendation: Members of the Office of Professional Standards and Accountability should, at a minimum, conduct an annual inspection of the Property and Evidence Room.

Rationale: The department does not conduct a routine audit of the contents of the

Property/Evidence Room. A department policy should be adopted that requires an

audit be conduct minimally on an annual basis. The policy should be strictly adhered

to and may be performed by members of the Professional Standards and

Accountability Unit. The audit should be conducted minimally on an annual basis.

Particular attention should be given to narcotic, currency and weapon evidence.

Recommendation: The Akron Property/Evidence Unit should implement a system for the timely purging of property.

Rationale: As in many police departments across the country, the Akron Police

Department faces space challenges to store property and evidence. Currently, on and

off-site storage space is nearly filled to capacity. It is estimated that if the department

were able to dispose of evidence it no longer is required to maintain as much as one-

third of available storage space would be freed up. Such a purging system would

significantly increase the operational efficiency of the unit while enabling the

department to not have the expense of securing additional storage.

Operations Bureau

The Operations Bureau has been reorganized to support community policing and provide an environment of accountability for police services to the public. The bureau moves from its present emphasis on a "time" or shift basis to the deployment of resources with an emphasis on geographic problems and responsibility. Rather than a captain serving as Watch Commander for the entire City on each shift, the four captains are now Division Commanders with 24/7 responsibility for their assigned Police Zone. Zone lieutenants serve as watch commanders in each of the four zones on each shift.

The most notable change is the addition of an Operations Support Section in each of the four zones. Each Zone Commander has been assigned resources within the Operations Support Sections to work with the community to identify problems and in partnership, develop long-term resolution to current and persistent issues. To accomplish this, each Zone has been allocated a Community Oriented Policing Services Unit, Street Narcotic Uniform Detail and District Detectives.

Operations Bureau

| Support Staff | **Operations Bureau** Deputy Chief | Community Relations |

| Zone – 1 Division Captain | Zone – 2 Division Captain | Zone – 3 Division Captain | Zone – 4 Division Captain |

| Watch Commander Platoons 1 and 4 Lieutenant | Watch Commander Platoons 1 and 4 Lieutenant | Watch Commander Platoons 1 and 4 Lieutenant | Watch Commander Platoons 1 and 4 Lieutenant |

| Watch Commander Platoons 2 and 5 Lieutenant | Watch Commander Platoons 2 and 5 Lieutenant | Watch Commander Platoons 2 and 5 Lieutenant | Watch Commander Platoons 2 and 5 Lieutenant |

| Watch Commander Platoons 3, 4 and 5 Lieutenant | Watch Commander Platoons 3, 4 and 5 Lieutenant | Watch Commander Platoons 3, 4 and 5 Lieutenant | Watch Commander Platoons 3, 4 and 5 Lieutenant |

| Operations Support Division Lieutenant | Operations Support Division Lieutenant | Operations Support Division Lieutenant | Operations Support Division Lieutenant |

| COPS Unit | COPS Unit | COPS Unit | COPS Unit |

| SNUD | SNUD | SNUD | SNUD |

| District Investigations | District Investigations | District Investigations | District Investigations |

> **Recommendation: To help support Community Oriented Policing, the
> Operations Bureau should be decentralized in a two-phased process.**

Rationale: The Operations Bureau should be decentralized with officers assigned to
a zone for a period of one to two years. Each of the four patrol captains should have
geographic responsibility for one of the four existing police zones as well as authority
for all uniform personnel assigned to that area, as illustrated above. Zone Captains
should be accountable to both the Chief of Police and the community for overseeing
all police services in that particular area of the city. All other members of the
department are then tasked with supporting Zone Captains in addressing crime
problems and delivering police services.

Recommendation: Zone Captains should be assigned geographic responsibility for the delivery of police services.

Rationale: Zone Captains should have 24/7 responsibility for the delivery of police services. They should identify clear goals and priorities for crime fighting and delivering services within their zone which are then disseminated to all members of the zone and for which all members are accountable. The shift lieutenants and sergeants are key to the successful implementation of community policing within the Akron Police Department.

 It is anticipated the Zone Captains will work primarily the day shift to best coordinate with members of the department, the community, and other public, private and non-profit organizations in order to identify crime and disorder issues in a timely manner. The Zone Captains must establish and work in partnership with other stakeholders within and outside the department to bring long-term resolution to persistent issues. With the approval of their superior, Zone Captains must be given the flexibility to adjust their schedule and days off, to maintain visibility in the community, meet on a regular basis with personnel under their command, and have a better understanding to the issues challenging those who live, work and play in Akron.

Recommendation: Watch Commanders should have functional supervision of officers and police problems in their zones.

Rationale: Three Watch Commanders, of the rank of lieutenant, should be assigned to each of the three primary shifts in each zone. They are to have functional supervision for all officers and incidents in their zone during their shift. They should also be responsible to their Zone Captain for managing the zone problems occurring primarily during their normal work hours. The days off of the 12 watch commanders should be coordinated to maximize their oversight function citywide.

Recommendation: Officers should be assigned to a zone for a period of one to two years.

Rationale: Officers should be assigned to a zone for a period of one to two years. This will create an environment of continuity whereby officers are familiar with the communities and policing issues in their zone. Just as important, officers, supervisors and staff become recognizable to members of the community so the relationship and trust between the two groups may grow.

Recommendation: During phase 2, the Department should staff each of the Operations Support Sections as follows to adequately support its community policing effort:
- **COPS Unit –two officers**
- **SNUD – One sergeant and four officers**
- **District Investigations – Two generalist detectives**

Rationale: In order for Zone Captains to have the resources necessary to effectively perform community policing for which they are accountable, the Operations Support Section should be commanded by a lieutenant who oversees the three units: COPS, SNUD, and investigations. The COPS officers are tasked with recruiting, overseeing, interacting and training Neighborhood Block Watch groups within their assigned Zone; helping to identify community concerns; and training property owners on responsible rental practices. The SNUD detail works to curtail the open air drug market and street level dealers—those offenders that impact neighborhood wellness. District detectives are responsible for investigating those crimes not investigated by members of the CIDs and those that are geographically based, such as some residential burglaries and street robberies.

Each Zone's Operations Support Section works independently based upon the priorities established by the Zone Captain, but can work together as necessary on issues that cross zone boundaries and serve as force multipliers for the zones.

Recommendation: The SNUD detail should establish a manner to correspond with patrol officers to communicate narcotic activity, including locations and persons.

Rationale: A system should be established (either electronically or on paper) where patrol officers developing information on street level narcotics transfer the information to the appropriate SNUD supervisor for follow-up. At the conclusion of the investigation, the SNUD officers should responds back to the officer providing details on what was done with the information. This will assist in creating a climate of trust that information between the two groups as they learn to work together within an assigned geographic environment.

PATROL

Patrol Workload

Akron Police Department patrol officers, as in most American law enforcement agencies, spend their time responding to calls for service from the public, engaging in self-initiated activity, and performing a variety of administrative tasks. Citizens ask for police service by calling the police dispatch center (either through 911 or on a non-emergency line), in person by hailing an officer in the field, or by making an appearance at a police facility.

Calls for Service: Officers responding to "calls for service" (CFS) may handle the incident informally, write a report about the incident if necessary (usually when their preliminary investigation indicates that a crime has been committed), or, when circumstances warrant, make an arrest.

PERF analyzed a year's worth of dispatch data (July 1, 2009 – June 30, 2010), and assessed the work of Akron patrol officers. Records were obtained for each officer assigned to each event. Because many events require more than one officer, the number of records is more than the number of events. In this database, there are 227,455 records for patrol officers responding to calls for service. This represents 66% of all recorded dispatch activity. The most frequent types of calls for service dispatches are presented in the next table.

Most Frequent Calls for Service

Suspicious person(s) on foot	20,042
Fight: no injuries	13,403
Fight verbal only	12,898
Domestic fight no injuries	12,628
Incomplete wireless call	9,767
Traffic accident no injury	8,833
Suspicious person(s) & vehicle	8,030
Domestic fight verbal only	7,734
Alarm: business	7,573
Traffic Complaint: No Hazard	6,704

These ten call types account for 47% of the total CFS. Although the most frequent calls for service lists compiled for other cities also include suspicious persons and/or vehicles, domestic disturbances and traffic accidents and complaints, several aspects of the Akron list stand out. For example, in Akron the total number of highest frequency dispatches involve fights of some sort. They total 20% of all dispatches. The high frequency of calls about suspicious behaviors may be due to active block clubs in Akron through which residents report suspicious occurrences in their neighborhoods to the police.

Self-Initiated Activities: Patrol officers may initiate an action because they see suspicious behavior, observe a traffic violation, are conducting a follow-up investigation to gather more information on a previous case, or are looking for suspects with outstanding warrants. Such activities are products of an officer's discretion. The officer decides when and where to begin these encounters. The frequency of self-initiated activities that an officer performs is dependent, to some extent, on how busy the officer is with calls for service and the availability of appropriate targets of opportunity. For the one-year study period, Akron officers recorded a total of 47,398 self-initiated activities (14% of total dispatches).

The most frequent patrol officer self-initiated activities are displayed in the next chart.

Most Frequent Self-Initiated Activities

Traffic stop	23,737
Meet a party	16,316
Felony warrant	3,642
Misdemeanor warrant	2,267

These four activities account for 97% of all self-initiated dispatches. Traffic stops account for 50% of all self-initiated activity. They occur at an average of about 65 per day. Compared to other jurisdictions, warrant service in Akron is high, averaging just over 16 per day. This is indicative of a vigorous and proactive patrol force.

Calls for service response and self-initiated work are both vital parts of patrol operations. The major difference between the two is that a police agency has little say over when calls for service come in: the public calls when they need the police. They usually

expect the prompt arrival of a uniformed officer. Although some departments are able to influence this workload to some extent – separating urgent calls necessitating an immediate priority response from non-urgent calls that may permit a delayed response – the times that calls originate cannot be controlled by the police. Self-initiated work is started by patrol officers when they are not responding to calls. The more time that is spent responding to calls for service, the less time there will be for self-initiated work.

Administrative Activity: A third way in which patrol time is consumed is by administrative activity. The next chart shows the most frequent types of the 69,338 administrative activities performed by Patrol from July 1, 2010 through June 30, 2010 in Akron. These activities account for 20% of all recorded dispatches.

Most Frequent Administrative Activities

Lunch	17,833
Make a report	11,499
To the station	11,414
Vehicle gas/repairs	10,719

These four categories account of 74% of all administrative dispatches. The number of "To the Station" activities represents an average of 31 episodes per day. The department should consider adding codes to determine the nature of these station visits. The number of these is larger than those recorded in comparable jurisdictions.

Patrol Staffing

The first step in determining whether the number of patrol officers is adequate in a jurisdiction is to compare available patrol officer time to the workload that needs to be performed. To begin this process, PERF further analyzed the CFS data to calculate the average CFS workload.

The total time spent on CFS includes the time spent by each patrol officer on each call from the time the officer was dispatched by Communications until the officer indicated to the dispatcher he/she completed the call, or "cleared" it. The call time was added into the

hour block in which it occurred. For example, if the officer was dispatched at 1045 hours and cleared the call 35 minutes later at 1120 hours, 15 minutes was allocated to the 1000 – 1059 time block and 20 minutes was allocated to the 1100 to 1159 time block. If a two-officer car was one of the responding units, the time that unit spent was doubled. The total amount of time was averaged for the year. The average CFS workload performed per hour is displayed in the following chart:

Total time consumed by CFS							
Hour	SUN	MON	TUE	WED	THU	FRI	SAT
0000	29.3	22.1	24.6	23.2	27.0	27.7	24.4
0100	27.8	19.3	19.6	19.7	22.3	25.1	35.1
0200	27.2	14.4	15.6	16.4	18.1	22.5	27.8
0300	23.6	11.9	12.6	13.7	14.7	18.9	24.3
0400	17.5	7.8	8.5	10.2	10.5	13.3	19.2
0500	12.5	6.4	6.1	6.6	6.7	8.5	12.7
0600	7.0	4.7	4.7	4.5	4.5	5.3	7.4
0700	5.9	6.4	6.5	6.3	5.3	6.3	6.2
0800	6.3	9.7	10.3	9.8	9.3	10.2	6.9
0900	7.2	11.0	11.0	10.6	10.4	11.5	8.4
1000	7.9	13.1	11.3	11.8	11.1	12.3	9.4
1100	8.6	13.7	12.7	12.6	12.2	13.3	10.6
1200	10.2	15.4	14.5	14.7	13.3	14.7	12.4
1300	11.3	16.5	14.5	15.0	14.8	15.8	13.0
1400	11.5	15.7	14.5	14.6	14.6	15.2	12.7
1500	15.2	20.4	17.9	19.1	18.4	19.3	16.5
1600	17.7	26.8	24.2	24.0	24.3	26.0	20.1
1700	18.2	25.2	23.9	25.0	24.4	25.4	20.6
1800	17.8	23.3	23.1	25.0	22.9	24.9	19.3
1900	17.6	22.1	22.0	22.9	20.8	22.0	20.2
2000	22.6	25.4	24.8	25.8	25.1	24.3	24.1
2100	22.2	23.9	23.2	24.3	23.9	25.7	22.6
2200	21.1	22.9	22.6	24.9	23.2	25.7	23.8
2300	19.7	22.9	21.4	26.3	23.5	27.0	26.1

This chart shows, on the average, the hours of time spent by the Akron Police Department responding to citizen-generated calls for service for the year long study period. Peak times for hours spent on CFS are late weekend nights (Friday/Saturday and Saturday/Sunday from 2300 hours through 0200 hours). Weekday afternoons are also busy beginning about 1600 hours and extending to midnight. Periods of least call activity are from 0600 through 0800, daily.

The APD assigns 182 officers to patrol. They work three eight-hour days followed by
one day off. During weeks when they are scheduled to work six days they are given a
"Kelly day" off in addition to their regular day. Shift times and the number of officers
assigned to each shift are as follows:

Platoon	Hours	Officers
1	11:00 pm – 7:00 am	41
2	6:30 am – 2:30 pm	31
3	3:00 pm – 11:00 pm	41
4	7:30 pm – 3:30 am	42
5	12:00 pm – 8:00 pm	27

The next table shows the average number of officers on duty by day of the week and hour
of the day in a matrix similar to that displayed for calls for service. It depicts the average
number of officer hours available based on the schedule and on the "show-up" rate.
Officers do not "show up" on every day they are scheduled to work. Absences may be
due to vacation, illness, training, court appearances, or other leave time. Using an
analysis of a sample of rosters, PERF calculated a show-up rate for Akron patrol officers
of 77.5%. This is in the range for similarly sized departments PERF has studied, which
typically have show-up rates ranging from 65% to 85%. Where an agency falls within
the range varies according to the amount of leave time employee agreements call for and
on the experience of the patrol force. If patrol has many newer officers with less time on
the job, the show-up rate is typically higher since they accrue less leave time than veteran
officers.

Akron Patrol Officer Time at 77.5% Show-up						
Hour	SUN	MON	TUE	WED	THU	FRI	SAT
0000	48.2	48.2	48.2	48.2	48.2	48.2	48.2
0100	48.2	48.2	48.2	48.2	48.2	48.2	48.2
0200	48.2	48.2	48.2	48.2	48.2	48.2	48.2
0300	36.0	36.0	36.0	36.0	36.0	36.0	36.0
0400	23.8	23.8	23.8	23.8	23.8	23.8	23.8
0500	23.8	23.8	23.8	23.8	23.8	23.8	23.8
0600	32.8	32.8	32.8	32.8	32.8	32.8	32.8
0700	18.0	18.0	18.0	18.0	18.0	18.0	18.0
0800	18.0	18.0	18.0	18.0	18.0	18.0	18.0
0900	18.0	18.0	18.0	18.0	18.0	18.0	18.0
1000	18.0	18.0	18.0	18.0	18.0	18.0	18.0
1100	18.0	18.0	18.0	18.0	18.0	18.0	18.0
1200	33.7	33.7	33.7	33.7	33.7	33.7	33.7
1300	33.7	33.7	33.7	33.7	33.7	33.7	33.7
1400	24.7	24.7	24.7	24.7	24.7	24.7	24.7
1500	39.5	39.5	39.5	39.5	39.5	39.5	39.5
1600	39.5	39.5	39.5	39.5	39.5	39.5	39.5
1700	39.5	39.5	39.5	39.5	39.5	39.5	39.5
1800	39.5	39.5	39.5	39.5	39.5	39.5	39.5
1900	51.7	51.7	51.7	51.7	51.7	51.7	51.7
2000	48.2	48.2	48.2	48.2	48.2	48.2	48.2
2100	48.2	48.2	48.2	48.2	48.2	48.2	48.2
2200	48.2	48.2	48.2	48.2	48.2	48.2	48.2
2300	48.2	48.2	48.2	48.2	48.2	48.2	48.2

In Akron there is no variation in the number of officer hours allocated by day of the week because of the rotating days off that result from the 3-1 schedule. There is, however, substantial variation in the amount of officer time available by hour of the day. Eighteen officers are expected to show-up from 0700 until 1200 each day with 51.7 officers hours expected during a shift overlap daily between 1900 and 2000 hours.

The following table compares the time used for calls for service response to the average weekly patrol officer time available and shows the percent of the available time consumed by the average CFS time:

Average Patrol Officer Time Consumed by Calls for Service						
Hour	SUN	MON	TUE	WED	THU	FRI	SAT
0000	60.6%	45.8%	51.0%	48.1%	56.0%	57.5%	50.5%
0100	57.6%	40.0%	40.6%	40.8%	46.2%	51.9%	72.8%
0200	56.3%	29.8%	32.4%	34.0%	37.4%	46.6%	57.7%
0300	65.5%	33.1%	34.9%	38.0%	40.8%	52.5%	67.4%
0400	73.5%	32.7%	35.5%	42.6%	44.1%	55.9%	80.6%
0500	52.3%	26.8%	25.5%	27.8%	28.0%	35.5%	53.2%
0600	21.2%	14.3%	14.4%	13.7%	13.6%	16.1%	22.5%
0700	32.8%	35.5%	36.1%	34.7%	29.3%	35.1%	34.5%
0800	35.1%	53.6%	57.3%	54.3%	51.3%	56.7%	38.0%
0900	39.9%	61.2%	61.0%	58.6%	57.8%	63.9%	46.5%
1000	44.0%	72.7%	62.9%	65.2%	61.6%	68.0%	51.9%
1100	47.5%	75.8%	70.6%	70.1%	67.8%	73.6%	58.8%
1200	30.1%	45.8%	43.1%	43.6%	39.6%	43.6%	36.6%
1300	33.5%	48.9%	43.1%	44.3%	43.8%	46.8%	38.5%
1400	46.5%	63.4%	58.7%	59.2%	59.0%	61.5%	51.3%
1500	38.5%	51.6%	45.3%	48.4%	46.5%	48.8%	41.7%
1600	44.7%	67.8%	61.1%	60.7%	61.4%	65.8%	50.9%
1700	46.1%	63.7%	60.4%	63.3%	61.7%	64.3%	52.1%
1800	45.1%	58.8%	58.4%	63.3%	58.0%	63.0%	48.9%
1900	34.1%	42.7%	42.6%	44.3%	40.2%	42.6%	39.1%
2000	46.7%	52.6%	51.4%	53.4%	52.1%	50.3%	49.9%
2100	46.0%	49.6%	48.2%	50.3%	49.5%	53.3%	46.8%
2200	43.8%	47.4%	46.8%	51.5%	48.0%	53.3%	49.3%
2300	40.8%	47.4%	44.3%	54.5%	48.6%	55.9%	54.1%

The weekly average time consumed by calls for service response is 48%. The time blocks that have the darkest shading indicate that more than 70% of the average available officer time is consumed by CFS. There are eight such blocks. Times where the time consumed is between 60% and 70% are more lightly shaded – there are 25 such blocks – 19% of the total 168 weekly time blocks. The highest period of time consumed is from 0400 to 0500 on Saturday morning with 80.6% of the available time consumed. Sunday mornings during the same time are also quite busy at 73.5%. Other high time periods include week days from 0900 to 1200 and from 1600 to 1800.

If work accelerates during the high periods during weekdays, patrol officers may get help form specialized units or other, non-patrol, officers working other assignments. Saturday

and Sunday mornings are of some concern since typically at 0300 and 0400 only patrol officers are on duty. Any help must come from other patrol units or supervisors.

The following chart compares officers to the calls for service demand in a different manner. It shows by hour and day the number of officers not committed to calls for service, the differential between officers and calls for service.

Patrol Officer Differentials

Patrol officers' hours available minus calls for service hours consumed							
Hour	SUN	MON	TUE	WED	THU	FRI	SAT
0000	19.0	26.1	23.6	25.1	21.2	20.5	23.9
0100	20.4	28.9	28.7	28.5	25.9	23.2	13.1
0200	21.1	33.9	32.6	31.8	30.2	25.8	20.4
0300	12.4	24.1	23.5	22.3	21.3	17.1	11.7
0400	6.3	16.0	15.4	13.7	13.3	10.5	4.6
0500	11.4	17.4	17.7	17.2	17.2	15.4	11.1
0600	25.9	28.1	28.1	28.3	28.4	27.5	25.5
0700	12.1	11.6	11.5	11.8	12.7	11.7	11.8
0800	11.7	8.4	7.7	8.2	8.8	7.8	11.2
0900	10.8	7.0	7.0	7.5	7.6	6.5	9.6
1000	10.1	4.9	6.7	6.3	6.9	5.8	8.7
1100	9.5	4.4	5.3	5.4	5.8	4.8	7.4
1200	23.6	18.3	19.2	19.0	20.4	19.0	21.4
1300	22.4	17.2	19.2	18.8	18.9	17.9	20.7
1400	13.2	9.0	10.2	10.1	10.1	9.5	12.0
1500	24.3	19.1	21.6	20.4	21.2	20.2	23.0
1600	21.9	12.7	15.4	15.5	15.2	13.5	19.4
1700	21.3	14.3	15.7	14.5	15.1	14.1	18.9
1800	21.7	16.3	16.5	14.5	16.6	14.6	20.2
1900	34.1	29.6	29.7	28.8	30.9	29.7	31.5
2000	25.7	22.9	23.4	22.5	23.1	24.0	24.2
2100	26.0	24.3	25.0	24.0	24.4	22.5	25.6
2200	27.1	25.4	25.7	23.4	25.1	22.5	24.4
2300	28.6	25.4	26.9	21.9	24.8	21.3	22.1

On Sunday morning between 0400 and 0500 the average number of officers hours that are uncommitted equals 4.6. On Saturday at the same time the average "free" hours are 6.3. Both of these represent time of peak workload compared to available officers. However, in each case these periods are bracketed by times when 11 or more officer hours are available. If these peak hours of officer time consumed lasted for several hours, reallocation might be worthwhile.

There are no universally accepted standards for how much patrol time should be consumed by CFS. Some departments set an informal target for the amount of patrol officer time that is to be consumed by CFS at 30% to 40%. Other departments may set targets at 50% or 60%. A common rule of thumb, established before community policing became prevalent, was that one-third of an officer's time should be spent on CFS, one-third on self-initiated activity, and one-third on uncommitted patrol time.

Few jurisdictions track closely how patrol officer time is used, or set formal targets. PERF's staff work in other cities has shown variation in target utilizations for patrol officer CFS time. Kansas City, MO has a standard of 35%. Chandler, AZ (a rapidly growing Phoenix suburb) set a standard of 40%. In San Francisco, the time consumed varied in each of the city's ten police districts from a low of 30% to a high of just over 50%. Tallahassee, FL, with an actual figure of 67%, set a target to reduce call-for-service time to 50%. West Palm Beach, FL set a target at 45%.

The target for patrol staffing should balance the work that needs to be performed against the resources a jurisdiction has available for patrol services. A target of 35% for CFS time may be desirable, but more officers will be required than if the target is 50%.

How a city wants its patrol officer time used is an important policy decision. Local demographics, crime and disorder problems, and policing style all influence the demands on patrol officer time. Police and city leaders in one jurisdiction may regard the patrol function as primarily composed of response to citizen calls for service, self-initiated activities to deter and discover criminal activities (through traffic stops, pedestrian checks, and building checks), and a certain amount of administrative activity.

Increasingly, cities want patrol officers to have time to address crime and disorder problems discovered through a CompStat process. Intelligence-led policing requires that crime and disorder problems be analyzed promptly and addressed quickly. Although special units may play a role in these efforts, patrol officers' self-initiated time may also be directed to patrolling identified "hot spots."

Some cities instruct their patrol officers to spend a portion of their time conducting follow-up investigations of reported crimes. Thus, not all crime reports are sent to

detectives for follow-up investigation. This approach requires patrol officers to carry an investigative caseload, further limiting their available CFS time.

In addition to spending time on calls for service, patrol officers spend time on self-initiated and administrative activity. Overall, Akron patrol officers average 10.8% of their time on self- initiated activity. The chart below shows how the time is disturbed, on the average, by hour and by day.

Average Hours Consumed on Self-Initiated Activity by Hour and Day
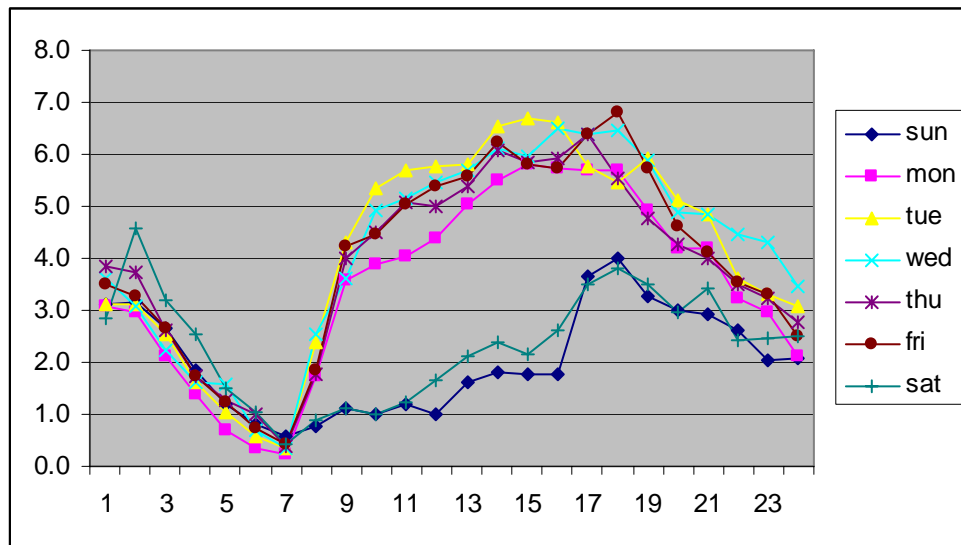
Peak times for self-initiated activity are week days from 1300 through 1800 hours. This work drops steadily on most days with a very limited amount occurring at 0600 and 0700 daily.

Saturday early morning does show an increase from 0100 through 0200 hours. In general, at peak times for calls for service, self-initiated activity decreases.

The next chart shows the distribution of the time consumed by administrative activities.

Average Hours Consumed on Administrative Activity by Hour and Day
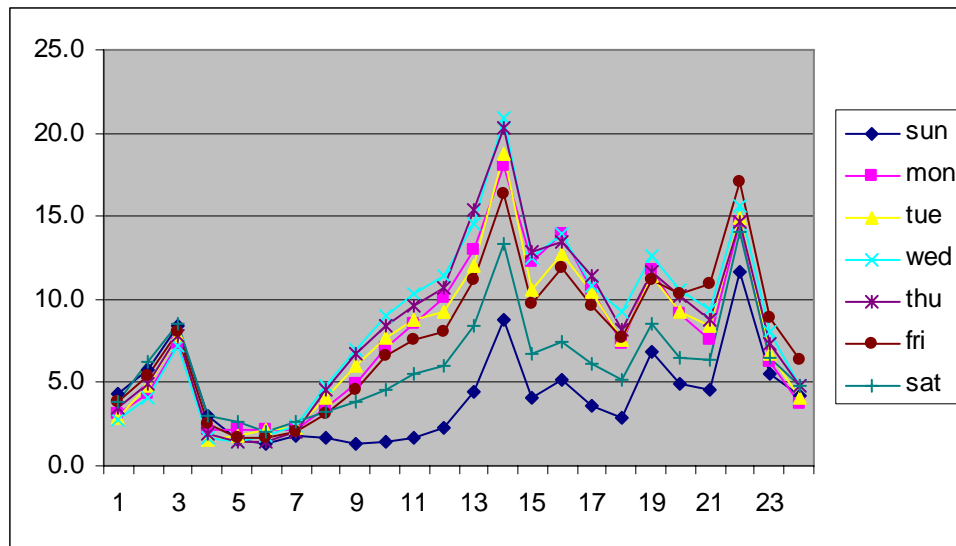
The peak periods for administrative activity are accounted for "lunch" breaks most frequently taken between 0200 to 0300, 1300 to 1400, 1800 to 1900 and 2100 to 2200.

Most of the patrol time available in Akron is being used in a fairly traditional mix of CFS response, self-initiated activity and administrative activity. Time spent on calls for service represents 48.4% of patrol officers' time, whereas self-initiated activity makes up 10.8% of the time. Time spent on meal breaks and other administrative tasks accounts for 22.4% of the available time. The total average time consumed is 81.6%.

The amount of time spent on administrative activities is higher than some comparable agencies. This may be accounted for to some extent by "Make a Report" activities. Some agencies do not keep separate track of these actions. They are either blended in as part of uncommitted time or are added to the calls for service time when the activity requires a report. Also, as suggested above, the department should consider more precise definitions of activities coded as "To the Station."

Overall, the current number of patrol officers, when compared to calls for service, self-initiated and administrative activity is adequate.

Recommendation: The Department should initiate alternative methods for responding to service demands.

Rationale: To create more time for community engagement for patrol officers the department should aggressively pursue alternative methods of responding to the public's calls for police service other than the immediate dispatch of a patrol unit. Examples of this approach (known as "differential response") include telephonic reporting; self-reporting through the use of the internet; and modifying the department's response to alarm calls.

Recommendation: The Akron Police Department should initiate an alarm ordinance that requires alarm verification by alarm companies before police respond.

Rationale: The department should draft an alarm verification ordinance requiring private alarm companies to actually respond to, or otherwise contact, the alarm location to determine whether the alarm is false. It should be the responsibility of the alarm company to verify that a police response is needed. Such required alarm company verification has reduced false alarms in those jurisdictions that have implemented such programs and significantly reduced the number of alarm calls responded to by the police. Reducing false alarm response has the added benefit of reducing the number of urgent responses that are made by police vehicles thereby improving the safety of both officers and members of the public. The department responded to some 19,000 alarm calls in the year study period. This is another area that time may be gained for community engagement.

Recommendation: As community policing is implemented, patrol officers should increase the time spent in community engagement activities.

Recommendation: Special events that are not sponsored by the City of Akron should be cost neutral.

Rationale: A number of events and activities held in Akron requiring police planning, presence and action have placed a significant economic and personnel burden on the city and police department. Such events include the Roadrunner Marathon, Bridgeport World Golf Invitational Tournament, the Soap Box Derby,

Forth of July Festival, and the University of Akron home football games and high
school playoff games played at the U of A football stadium. Work on special events
is planned mainly by members of the Traffic Unit and is performed by either on-duty
police officers that take them away from their primary responsibility for policing the
city, overtime staff which has an impact on the budget and flex-time availability of
officers or the use of reserve officers. The city and police department should
distinguish between those special events that are sponsored by the city and those that
are not. Non-city sponsored events should be handled as a non-duty, volunteer
assignment with payment provided by the vendor to the city covering all expenses.
Reimbursement to the city or compensation as an off-duty job for non-sponsored
special events would allow the police department to use their manpower to police the
city more efficiently and reduce both overtime and flex-time.

Patrol Scheduling

As described above, Akron patrol officers work three, eight hour days followed by one
day off. Every four weeks they get an additional day off – a "Kelly day" – to make up
for getting only one scheduled day off that week. The three-one with rotating days off
requires the same number of officers to be scheduled each day of the week to avoid
extremes in matching work to staffing. The same number of officers is scheduled for
Friday and Saturday evening shift as on Monday and Tuesday evening shift. The three-
one results in having more officers than needed on some days and fewer than ideal on
others. It provides only one consecutive day off most weeks although for three out of
four weeks officers will have two days off. They just will not be consecutive. Because
of these issues PERF looked at alternative schedules to see if a better balance might be
created between providing officers with more consecutive off days and the need to
respond to the calls for service workload.

Although there are a wide variety of different shifts for police patrol, those that are based
on a seven day cycle offer a number of advantages. Different numbers of officers can be
scheduled on different days to match workload that varies by day. A schedule based on a
seven day cycle easily can be set to have officers work 40 hours every week. "Kelly

days" or periodic routine compensatory time is not needed.[1] Because days off are fixed for some period of time – usually three, four or six months – officers can plan ahead for personal events and have a predictable life off duty.

The issue of fixed days off is viewed by some officers as negative if they seldom work a shift that provides some portion of the weekend off. This can be remedied by having a bid process through which the most senior officers get their first choice for only two out of every three bids (or at some other interval). Such an equitable system allows more junior officers to periodically get a schedule with some portion of the weekend off.

Many agencies use a four-ten patrol schedule which consist of officers working four straight ten hour days followed by three consecutive days off. A four-ten with fixed days off, from a workload perspective, offers the advantage of providing 30 hours of coverage for the 24 hour day allowing an overlap of shifts of up to six hours. (Three shifts at ten hours each.) When the CFS workload has peaks of three to five hours then the overlap can be used to match more officers to the workload. Shorter overlaps can be used to facilitate shift changes. Fixed days off allow more officers to be scheduled on days of more work. Officers usually see working four ten hours days followed by three days off as advantageous to their off-duty lives.

The disadvantage from a workload perspective is that compared to a five-eight schedule (five eight hours days followed by two consecutive days off) – or the department's current three-one schedule – there are fewer officers to allocate each day. To have the same number of officers working a four-ten as a five-eight requires a 25% increase in officers. However, shifting officers from "slow" periods on a five-eight to cover peak period using the four-ten overlap may be accomplished with no increase in staff, depending on the workload.

Using the current 182 patrol officers, the 77.5% show-up rate, and the current CFS workload PERF ran several simulations to compare re-allocation of Akron patrol officers to four-ten schedules against the current staffing versus workload data. A key

---

[1] Although Akron currently provides overtime for any work past 40 hours a week, the federal Fair Labor Standards Act (FLSA) provides an exemption for law enforcement officers. They may work 171 hours in a 28 day cycle before they are required to be paid overtime.

comparative standard was the number of time blocks (a time block is one hour) over the course of the average week that the time consumed would be in the 60% -70 % patrol-time-consumed-by-calls-for-service range and the number of times the time consumed would exceed 70%. The more of these block the worse the fit between the scheduled and the workload. The current schedule has 25 time blocks per week in the 60% to 70% range and eight time blocks over 70%.

The results of the four-ten simulations are shown in the table below. The simulations varied the number of officers per shift and the overlaps times. Each iteration sought to reduce the time blocks over 60% and 70%.

Schedule	Time Blocks 60% – 70%	Time Blocks Over 70%	Total
Current schedule (Three-one)	25	8	33
Four-ten: Iteration 1	48	36	73
Four-ten: Iteration 2	19	49	68
Four-ten: Iteration 3	25	36	61

The primary reason that the four-ten does not match the workload as well as the current schedule is that the workload does not have long periods of low workload and the short peaks that a four-ten overlap can be designed to cover. Having officers work fewer days but longer hours increases the number of high time blocks. The graph below shows the shape of the CFS workload over the course of the week.

Calls for Services Time in Hours, Sunday 0000 Hours through Saturday 2300 Hours
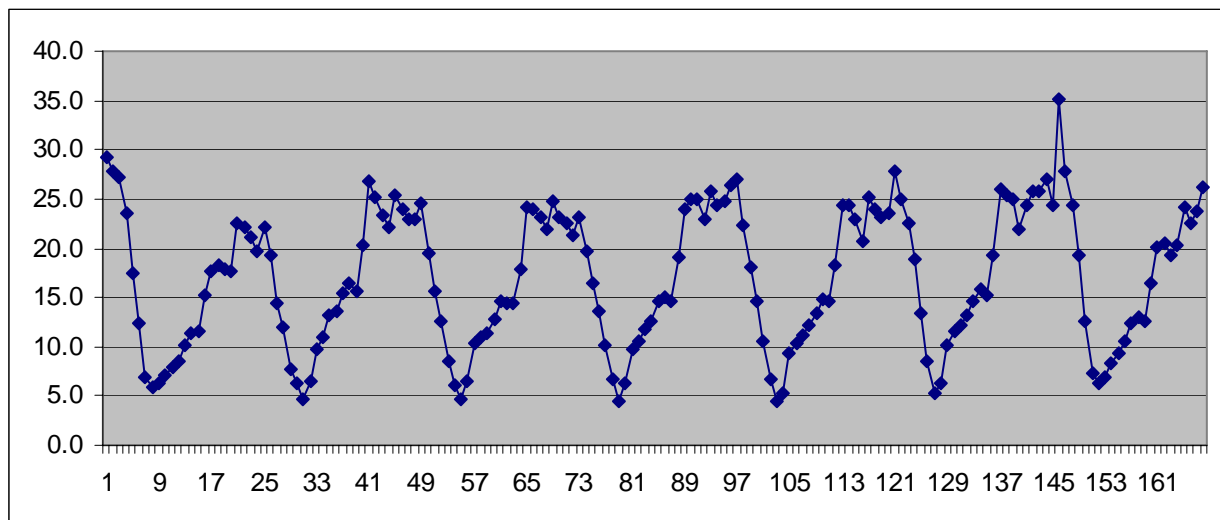
Most of the peak periods last for eight hours or more and the lowest period seldom last for more than three hours. Reducing the number of officers per day, from the current schedule, to a four-ten worsens the match between workload and patrol officers.

PERF ran a simulation to determine the impact of changing from the three-one to a five-eight schedule. The objectives of this scenario were to continue with a good match of patrol officers to workload, provide officers with two consecutive days off each week and attempt to provide as many schedules with at least one weekend day off. Two five-eight iterations produced the following results:

Schedule	Time Blocks 60% – 70%	Time Blocks Over 70%	Total
Current schedule (Three-one)	25	8	33
Five-eight: Iteration 1	29	14	43
Five-eight: Iteration 2	41	5	46

The second iteration produced 13 more high level time blocks than the current schedule. However it reduced the number of busiest blocks – over 70% – to only 5. Most of the 60—70% blocks are during weekdays when other non-patrol units can assist if needed. It could be implemented by assigning 42 officers to day shift, 72 officers to evening shift and 68 to midnight. This scenario would result in:

- 22 of 42 day shift officers with Saturday-Sunday, Friday-Saturday, or Sunday-Monday as regularly scheduled days off;

- 34 of 72 evening shift officers with Saturday-Sunday, Friday-Saturday, or Sunday-Monday as regularly scheduled days off; and

- 24 of 68 midnight shift officers with Saturday-Sunday, Friday-Saturday, or Sunday-Monday as regularly scheduled days off.

Adopting a five-eight shift with fixed days off should be accompanied by provisions that allow re-bids for shifts and days off sequences two or three times per year and that limit the most senior officers to their first choice to two out of every three bid processes. This would provide equity for less senior officers and enable them to periodically get a shift with some portion of the weekend off.

Recommendation: The City should open discussions with the Union about creating a patrol schedule using five eight hours shifts followed by two consecutive days off with fixed days off.

Services Bureau

The restructured Services Bureau consists of five divisions each headed by a captain. Three of the divisions are responsible for investigative functions and have been generally separated by offense/investigative type. The Crimes Against Persons Division investigates offenses where a person is the subject of the offense. The Crimes Against Property Division handles those cases in which property is targeted. The Vice/Narcotics Division initiates criminal investigations to prevent illegal vice and drug activity in Akron. The Administrative Support Division incorporates the Traffic Section and traditional functions associated with that function, including Training, Equipment and Reserves. The Technical Support Division incorporates the department's computer and analytical services along with Communications. The Administrative and Technical Support Divisions, along with the Investigative Support Section, have the greatest opportunity for civilianization of staff.

Services Bureau
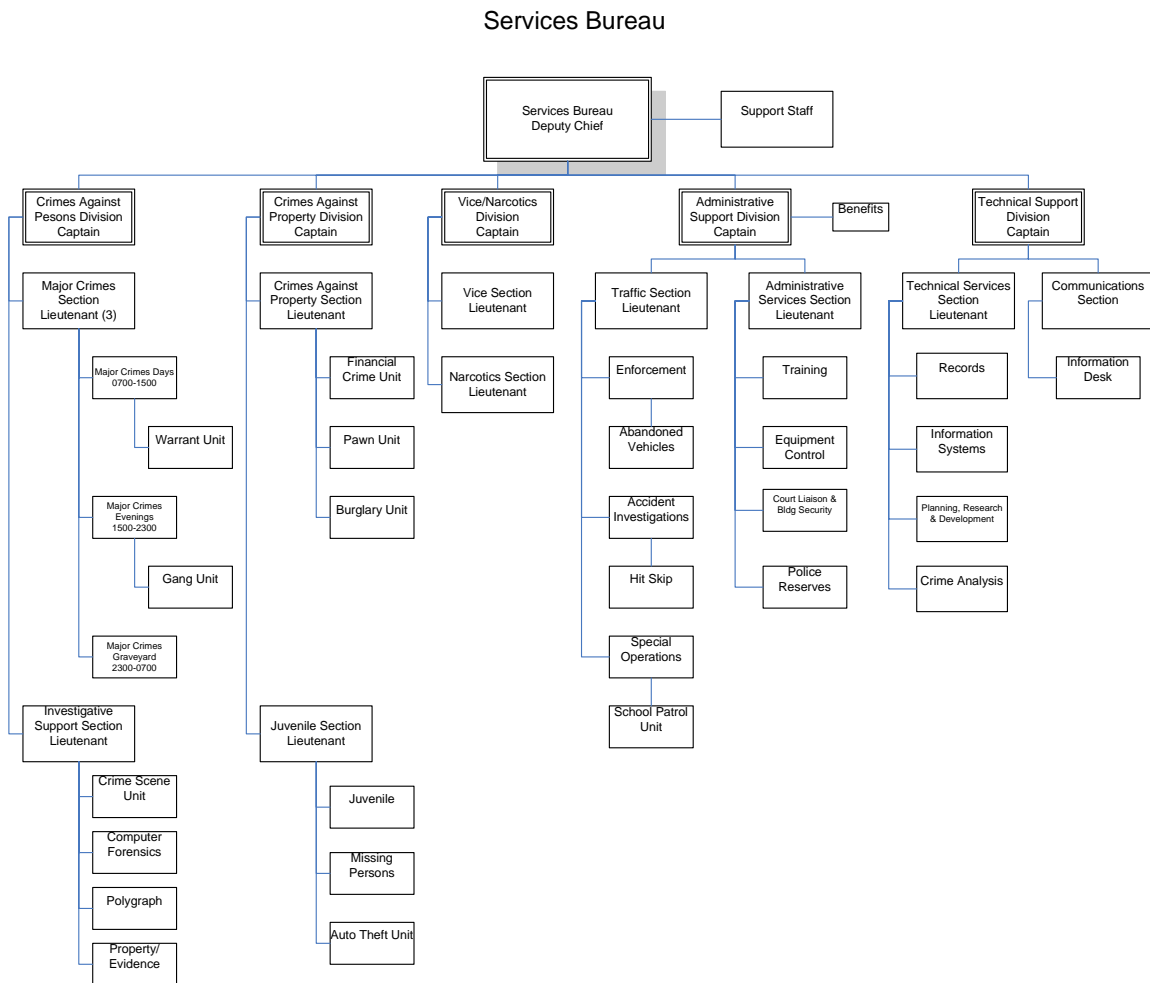
Criminal Investigations Divisions

PERF's recommendation for restructuring the Criminal Investigation Divisions represents best practices in policing and provides an investigative environment to enhance high standards and accountability. It encourages working in collaboration with others within and outside the agency to address crime, violence, and quality-of-life issues, and engaging in problem-solving partnerships to solve crimes, prevent future offenses, and provide services to victims and others impacted by crime.

> **Recommendation: The Criminal Investigation Divisions should establish written guidelines for assigning cases.**

Rationale: All sections and units in the CID's should establish written guidelines for assigning cases to detectives for follow-up investigation. Criteria should include

solvability factors that provide the highest opportunity to solve the case while taking into account the impact of the crime on both the victim and community. Overall, crime against persons should have a much higher percentage of cases assigned to detectives as compared with property crimes. However, due to the volume of incidents, property detectives may expect to have more cases to investigate. Those units whose cases are initiated by information from the community and self-initiated activity such as Narcotics and Vice should establish priorities for initiating investigations in order to manage their capacity for criminal investigations.

Recommendation: The Criminal Investigation Divisions should standardize the use of a case management system.

Rationale: All sections and units in the Criminal Investigation Divisions should use the same Case Management System (CMS) to maintain an accurate and current accounting of their cases. Investigative lieutenants and sergeants should monitor the CMS on a regular basis to inspect the progress of investigations and examine the job performance of those under their command.

Recommendation: The Department should institute a Police Investigative Aide position in the Criminal Investigation Divisions.

Rationale: The department should establish a new Police Investigative Aide (PIA) position within the CID. This civilian position is intended to perform the administrative and routine work of detectives that does not require sworn status. The purpose of this highly specialized and trained position is to do the initial workup of the case and coordinate with the assigned detectives. In this manner, detectives may spend their time following leads, interviewing witnesses, canvassing neighborhoods and serving warrants rather than performing administrative and clerical activities. Tasks performed by PIAs may include**:** obtaining copies of all original and supplemental reports for follow-up investigation; preparing case files; running data inquiries, including driver's license/identity cards, arrest and criminal history records, probation/parole information, etc.; conducting phone interviews; scheduling interviews for detectives; coordinating crime lab requests and results; researching offenses and criminal codes; completing supplemental reports as necessary; preparing

photo line-ups; coordinating with the crime analyst; and maintaining accurate

clearance files.

Recommendation: The Department should establish a de-confliction policy for undercover operations and investigations.

Rationale: The department does not have a de-confliction policy for the safety of all

operatives working in an undercover capacity. Without such a policy, investigative

information is not easily shared between personnel and units within and outside the

department. A failure to coordinate efforts can result in duplication of efforts and

officer safety may be compromised. Such a practice should be initiated. This will

become increasingly important with the implementation of PERF's reorganization as

narcotic enforcement will be conducted in both the Uniform Bureau (SNUD) and the

Services Bureau (Narcotics Section).

Recommendation: Criminal Investigation Division lieutenants should not carry an investigative case load.

Rationale: Many of the lieutenants in the CID conduct follow-up investigations and

carry an ongoing case load. This prevents them from fulfilling their primary duties of

managing, organizing and analyzing the detectives under their command and offenses

their sections are responsible for investigating. Effective immediately, those cases

should be reassigned and no further cases should be assigned to investigative

lieutenants.

Recommendation: Shifts of the Crimes Against Persons' Major Crimes Sections should be staffed according to workload: four detectives on days (0700 – 1500); seven detectives on evenings (1500 – 2300) and seven detectives on the midnight shift (2300 – 0700). Major Crimes Detectives should investigate all homicides including infanticides.

Rationale: A review of cases assigned to Major Crimes (via the Case Inquiry Results

Report) for the 14-month period from January 2009 to February 2010 revealed a total

of 1,689 cases assigned. As the name suggests, most of the cases investigated by this

group of detectives are major crimes such as homicides, robberies and sexual offenses

which are complex and time-consuming. The day shift detectives accounted for 20%

of those cases, evenings 38.5% of cases and midnights 41.5% of cases. Appropriate

case loads for these types of investigations average approximately eight new cases per month. In order for the Major Crimes Sections to be staffed adequately, 18 detectives should be assigned to the detail. Based upon the workload, detectives should be staffed as recommended above.

Staffing recommendations have been based upon Major Crimes' detectives assigned as the case agent in all homicide investigations, including infanticides. These detectives have the experience required to lead such sensitive and complex cases. Should an individual infanticide case require the expertise of a Juvenile detective, that section's investigator should assist in the case with the Major Crimes detective serving as the lead investigator.

> **Recommendation: The Department should establish a formal process for training new detectives.**

Rationale: The training of new detectives should be formalized. Minimally, there should be a check-off sheet with specific tasks to be performed. Acceptable performance should be specified and the new detective's progress recorded. The process should be similar to what occurs during the Field Training Officer (FTO) program for new patrol officers. Outside training required during the first six months should be identified and funds reserved to send the new detective.

> **Recommendation: The Criminal Investigation Divisions should continue the practice of monthly reviews of open cases.**

Rationale: Each of the investigative sections performs a monthly review of open cases. The unit sergeants discuss cases with the detectives under their command and prepare a written report and orally brief their lieutenant on the status of open investigations. This process was identified by PERF as a policing "best practice" as it provides adequate supervision of cases and detectives while serving to brief command staff about on-going investigations. This practice should be continued.

> **Recommendation: The Criminal Investigation Divisions should establish and enforce a dress code for detectives.**

Rationale: During PERF's site visits it was noted there did not seem to be uniformity in the dress of detectives. This was confirmed by staff who indicated

there is no dress code that is currently enforced. The image and professionalism of the Akron Police Department is conveyed to the community not only by uniformed personnel, but also those in plain clothes. It is important that detectives portray a positive image to the public and dress in a manner to convey this desired image. Other than undercover assignments, a professional dress code of sport coat/suit and tie should be required of all detectives, unless there is a specific job related reason for non-compliance for a tour of duty. The appropriate division commander should give prior approval for any nonconformity to the dress code.

Recommendation: The Crime Against Persons' Gang Unit should develop information files on gang members and provide informational gang bulletins to other members of the APD and surrounding agencies.

Rationale: Gathering and sharing information on gang membership and their criminal activates is key to any successful gang unit. Such information is useful when prosecuting gang members to achieve sentencing enhancements. Collecting and disseminating this information to zone officers, detectives and outside agencies acts as a force multiplier to curtail gang activity and serves to increase officer safety.

Recommendation: The Support Bureau should establish criteria for re-investigating "cold" cases.

Rationale: With the technological advances of forensics, many criminal investigations previously without any discernable leads may now be advanced. The Support Bureau should establish criteria by which old or "cold" cases may be reviewed to determine if there are any leads which may be followed up on, evidence processed, or other actions to be initiated to identify the offender. Some departments have made valuable use of retired law enforcement officers to review unsolved murder investigations. These volunteers meet on a regular basis to conduct a methodical review of open cases to identify potential leads to pursue or discover new evidence in which technological advances now allow further forensic testing. When such a case is identified, the information is passed on to the current detective for action.

Administrative Support Division

Recommendation: The Department should initiate a Leadership Developmental Program for command personnel.

Rationale: To enlarge the pool of highly qualified potential managers in the department, the Akron Police Department's Administrative Services Section should initiate a leadership developmental plan for middle and top managers – lieutenants, civilian equivalents, and above. The plan should be multi-year and include appropriate police management education, seminars, and conference opportunities that will enhance the skills and professional knowledge of department managers. Each manager should be afforded opportunities for professional development outside of the department, not only to enhance her/his own professionalism, but also to bring information to the department about approaches, programs, and projects that are working well in other police agencies.

Technical Support Division

Recommendation: The Department should move to civilianize the Technical Services Division.

Rationale: The staffing of the existing Technical Services Bureau is a combination of sworn and civilian workers. Many progressive police departments throughout the country have civilianized these functions. The department should establish as a goal, where feasible, to civilianize the newly organized Technical Support Division, including the management of these functions.

City of Akron

Recommendation: The City should identify and codify the role, responsibility and authority of the Akron Office of the Police Auditor.

Rationale: In October of 2007, the Office of the Police Auditor (OPA) was established and the Auditor's position was subsequently filled. The role and authority of the Office has never been clearly articulated nor has the responsibilities of the independent auditor's position been identified. The role and responsibility of the OPA must be established in writing with the commensurate level of authority attached. Without the necessary clarity in these areas codified, the Office will not be effective or able to fulfill the purpose of its original intent.

Recommendation: The selection process for the next Akron Chief of Police should include external candidates.

Rationale: The selection process for the next Akron Chief of Police will be initiated in the near future. The process should include external candidates. It is in the best interest of the department and community to have as large a pool as possible to select that individual that is most qualified and has the skills necessary to lead the Akron Police Department into the future.

Recommendation: The Chief's position should be removed from Civil Service. The four year contract currently in place provides adequate protection for the Chief.

Rationale: To provide stability in the police department's top leadership, the City of Akron should establish a contract for the position of Chief of Police. It is difficult for a police department to undergo long-term significant change when questions concerning a chief's tenure are continually raised both internally and externally. A large city police department, such as Akron, undergoing major reform and change needs stable, consistent leadership. A multi-year contract with renewal possibility offers the needed stability, but also ensures that the chief is responsive to the needs of the city's residents as expressed through the political process.

Recommendation: The Chief of Police should have the authority to appoint his/her Deputy Chiefs, one of whom may come from outside the agency.

Rationale: PERF considers the ability of a newly selected chief to be able to appoint sworn executive/command staff from outside the agency as a policing best practice. This is especially important for larger agencies like the Akron Police Department. Such an enlightened policy is key to a successful transition of administrations; important to changing an organization's culture and effective in developing and mentoring the department's next generation of leaders. The City of Akron should immediately take that action necessary to provide this alternative to the next Akron Police Chief.

Recommendation: The City should create the full-time position of Police Legal Advisor.

Rationale: Legal counsel in policing has evolved into a specialized field that continually changes with the external environment. Case law, legislation, labor and personnel issues, policy and procedure modifications, emerging police practices, technology and other factors may impact legal issues and a police department's ability to deliver services. The Akron Police Department should create the position of Legal Advisor to provide expert counsel for the Chief of Police. The attorney may also perform legal research for the chief and command staff on matters such as**:** the Fourth Amendment, self-incrimination, civil liability, homeland security legal issues, use-of-force law, pursuit liability, ethics, internal affairs investigations, electronic intercept law, and evidence. The attorney serving as the police department Legal Advisor should maintain appropriate memberships and be active in police legal advisor associations.

Contractual Changes

Recommendation: All management assignments should be at the discretion of the Chief of Police.

Rationale: The Chief of Police should have the authority to assign members of the management team, defined as the rank of lieutenant and above and civilian equivalents, based upon the needs of the organization rather than having to comply with the limitations as outlined in Article XII, Seniority, Section A.6. Exempt Positions of the Agreement Between the City of Akron and Fraternal Order of Police Lodge #7.

Recommendation: Specialty assignments, including detective positions, should be based upon merit rather than the bid process.

Rationale: Article XII, Seniority, Section A.6. Exempt Positions of the Agreement Between the City of Akron and Fraternal Order of Police Lodge #7 identifies the positions within the Akron Police Department that are exempt from the bid process. The current practice of filling most specialty assignments based exclusively upon bidding by seniority severely restricts the department's ability to match organizational needs with the talents and abilities of its members. It also limits the department's capacity to provide high quality services to the community. To meet the demands for police service in these challenging economic times, management must have the latitude and flexibility to transfer personnel in and out of specialty positions.

Specialty assignments that require a great deal of expertise, confidentiality and sensitivity should all be assigned by merit. Examples of such functions include all detective position in the Investigative Sub-Division. Other positions include: Administrative Aides, Intelligence, Professional Standards and Accountability, Public Information Officer, Patrol Specialized Units, Canine Unit (if re-initiated), Property and Evidence, Polygraph, Computer Forensics, School Resource Officers, Training, Information Systems, Planning Research and Development, and Crime Analysis.

Recommendation: The Department should establish a selection process to fill specialty assignments by merit.

Rationale: PERF recommends that the Akron Police Department develop a fair and equitable selection process to fill specialty assignments throughout the organization. The initial step involves identifying the minimum experience needed and skill set required to successfully perform the duties of each position. Next, a competitive process may be developed for those that meet the minimum qualifications to measure the candidates' ability to perform required duties. Components to such a process may include a written examination to ensure that personnel possess the basic knowledge required of the assignment, an oral interview determine the quality of candidates' communication, interpersonal skills, and the ability to work under stressful conditions. Finally, documented performance and personnel history of candidates should be considered to determine if the quality of work performed in the past reflects the skills necessary for the position.

Upon completion of the selection process, an eligibility list may be established from which to select from. Should all things be equal between candidates, seniority may be the determining factor of who is selected for the assignment.

Recommendation: The Department should utilize a "banding" system for promotional appointments.

Rationale: The system may include a configuration of "Extremely Well Qualified", "Well Qualified", "Qualified", and "Not Yet Qualified" to place candidates within, based upon their performance in a promotional testing process. Under such a system, once the bands are established, the final selection criteria would be based upon seniority within the band. As an example, should the promotional testing process result in ten candidates scoring in the "Extremely Well Qualified" band, those ten would be selected based upon their seniority. In this manner, the department is able to promote the most qualified candidates while respecting and incorporating the long-standing emphasis on seniority within the Akron Police Department. Once all the candidates in the highest band have been selected, those in the second may be

considered for appointment by seniority within that band and so on until all bands are exhausted or the time of the eligibility list expires.

> **Recommendation: All off-duty/extra jobs worked by members of the police department should be processed and approved through the Akron Police Department. Payment should be processed through the City's payroll system.**

Rationale: When the process for off duty/extra duty jobs is standardized and administered through the department and the city concerns about workmen's compensation, taxation and payments are removed. Many cities collect an administrate fee to cover the costs of administering the process. Absent such a system officers may not be covered through workmen's compensation, may be subjected to unexpected tax bills and may have to track down a vendor for payment.

Community Input

The Police Executive Research Forum, working together with the Mayor's Office, developed two strategies to solicit input from Akron's communities into the services provided by the Akron Police Department. The first was establishing the Mayor's Task Force on Neighborhood Policing (MTFNP). The second was a holding a public forum where anyone could attend and offer their view of the department.

Mayors Task Force on Neighborhood Policing

The purpose of establishing the MTFNP was to conduct a transparent and inclusive process of soliciting from key stakeholders the priorities and guidelines for the delivery of service by the Akron Police Department while strengthening the relationship between the police department and community. Nearly 50 members of the community were appointed to the Task Force representing neighborhoods throughout the city, Block Watch participants, businesses, social service providers and non-profit organizations.

The initial meeting of the Mayor's Task Force on Neighborhood Policing was designed to solicit members' perspective on the Akron Police Department's strengths and opportunities for improvement. The meeting was facilitated by PERF staff and members of the Task Force were asked to anonymously write down three organizational strengths and opportunities for improvement of the Akron Police Department. Each member of the MTFNP then verbally provided one of their responses for an organizational strength. Comments were captured and a discussion ensued. Next, each member offered at least one area for improvement. These remarks were also captured. These topics were also discussed and the facilitators offered observations on common themes and how strengths and improvement opportunities were sometimes directly opposite. All written comments from Task Force members were collected and documented by PERF.

The following are some of the comments received from the group:

Akron Police Department Strengths

The most frequent strength mentioned by members of the Task Force was the department's participation in community policing. This repeated comment was offered by Block Watch participants that have regular and positive contact with the police department. The next most recurring comment was the satisfaction with response time. Interestingly, this was also one of the most common opportunity for improvement given. While this might appear to be a contradiction, PERF recognizes each participant's personal experience when needing police services. Some other common strengths expressed by the group include: educating the public; strong patrol visibility in the community; use of technology; communicating with the community; officers' unity toward one another; and a well-trained department.

Opportunities to Improve the Akron Police Department

The most common opportunity for improvement offered by the Task Force was dispatch; the manner in which the public is treated when contacting the department's Communications Center. Other frequently mentioned items were an increase in foot beats; the desire to know their beat officer; the perception that officers are unapproachable, visibility in low crime areas; and cutbacks to community policing officers. A common theme observed by a majority of Task Force members is that the department needs to improve the relationship between the police and community. This is derived from comments like, "don't listen to us"; "get rid of god complex"; "always seem busy; not personal"; "more friendly, concern and promptness"; and "no communication with public other than on calls for service." One additional assertion repeated was a poor relationship between the police department and Mayor's Office.

Public Open Forum

On July 20, 2010, a Public Open Forum was conducted at the First United Methodist Church in Akron from 7:00 pm to 9:00 pm. Informational letters were sent the public informing them of the meeting and the forum was advertised with the assistance of the media.

The public forum was facilitated by the MTFNP's Chairperson and a representative of PERF. It is estimated there were over 70 members of the community present. All those in attendance were given the opportunity to comment on their observations of the Akron Police Department and offer what they thought were the desired characteristics needed of the next person selected to be Akron Police Chief.

Only two comments were offered of the desired characteristics of the next chief: "no nonsense person, get rid of bad officers"; and "should possess cognitive abilities."

Several themes were identified from the comments offered by those members of the public attending the Open Forum. Those themes are identified and examples of comments follow:

- *Training needs for the department:*
    - Where is CIT and Diversity training?
    - Reinstate sensitivity training for officers; a panel of diverse members of the community, including the clergy, should be involved in the training.
    - APD should conduct Cultural Training.
    - Members of APD should be given regular psychological evaluations to better deal with stress.

- *The department should improve the use of technology:*
    - Akron should deploy traffic cameras.
    - Akron should use camera technology in drug zones.

- *There is a disparity of services provided by the police department in Akron's communities:*
    - What is the purpose of APD?; Should be to "protect and serve all."
    - Two standards currently exist for police service: that for the White community (those with means) and the Black community (poor).
    - Is crime in the Black communities solved?; How much and why?
    - Laws should be applied evenly.

- *Segments of the community do not have confidence in the police department's ability to "police" themselves:*
    - Police Auditor should be a full-time position with sufficient staff and equipment.
    - Investigations of officers' misconduct are poor and incomplete. Should be conducted independently of the PD.
    - Bad officers should be identified and removed from the department.
    - Members of the APD cover up crimes they commit.
    - APD should have a Citizen Review Board.

- o   APD should employ an Early Intervention program.
- o   Public Safety should initiate a Task Force to hear citizen complaints.
- o   Officers and supervisors belonging to the same union group is a conflict of interest.

- *Distrust exists between the department and some segments of the community:*
  - o   Officers engage in racial profiling behavior.
  - o   The community should be treated with respect.
  - o   Officers should not harass the community.
  - o   Some officers feel they can do whatever they want and the department has a "code of blue."
  - o   Police brutality is unacceptable and must stop.
  - o   Police use "drug activity" to do whatever they want.

- *Communication between the department and community needs improvement:*
  - o   Police should increase interaction with District Block Clubs.
  - o   Make crime information available to the public.
  - o   APS should have more direct communication between the department and community.
  - o   The department should publish an Annual Report that is available to the public and include information such as crime (category and location)and citizen complaints (number, category, disposition).
  - o   APD should listen to citizens.
  - o   There should be mutual respect between the police and community.

- *The department should change the manner in which it delivers service:*
  - o   APD should decentralize officers so they know the neighborhood and the community knows officers.
  - o   Officers should be deployed where most needed.
  - o   APD should be creative in how the use the resources of the community in volunteerism; include faith-based organizations, educators and former officers.
  - o   APD should work to "prevent" crime rather than "stop" crime.
  - o   The department should form a coalition of citizens.

It is not surprising that nearly all the public comments about the Akron Police Department were of a negative nature. It is PERF's experience that as the case in Akron in July, when such a public forum is conducted, those with the initiative to attend want to see improvements in the police department rather than coming to offer accolades. PERF finds the information obtained from such forums helpful to identify areas the department may improve upon, the climate of the community and an aspect of the relationship between the police department and community.